



**A Publication of the County of Fairfax, Virginia  
Department of Planning & Zoning**

For additional information about this amendment, call 703-324-1380  
To request this information in an alternate format, call 703-324-1334, TTY 711



**STAFF REPORT  
2005-2006 AREA PLANS REVIEW**

**SUPERVISOR DISTRICT(S):** Springfield

**APR ITEM(S):** 05-III-1FC

**NOMINATOR(S):** Francis A. McDermott

**ACREAGE:** 32.2 Acres

**TAX MAP I.D. NUMBERS:** 56-1((1))47G1,47H,47I,47J,47K,47L,47P,47Q,47R,47S,47T

**GENERAL LOCATION:** Fairfax Corner: S of I-66, E of Government Center Pkwy, N of Monument Drive.

**PLANNING AREA(S):** II

**District(s):** Fairfax

**Sector:** Legato (F5)

**Special Area(s):** Fairfax Center Suburban Center (Land Unit P2)

**ADOPTED PLAN MAP:** Fairfax Center Area

**ADOPTED PLAN TEXT:** Land Unit P2: Baseline: Office up to .25 Floor Area Ratio (FAR), residential at 4 dwelling units per acre (du/ac), 8 du/ac;  
Intermediate: Office/Mix up to .28 FAR;  
Overlay: Office/Mix up to .35 FAR, 300 room hotel.  
Options for office/mix up to .50 and .70 FAR at the Overlay level.

For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>  
<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/overview.pdf>  
<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/area3/fairfaxcenter.pdf>  
p. 86-89

**PROPOSED PLAN AMENDMENT:** Overlay option for Mixed Use, including office, hotel, retail and restaurant uses, at an intensity up to 1.0 FAR for the nominated area.

**SUMMARY OF STAFF RECOMMENDATION:**

☐ Approve Nomination as submitted

☒ Approve Staff Alternative\*

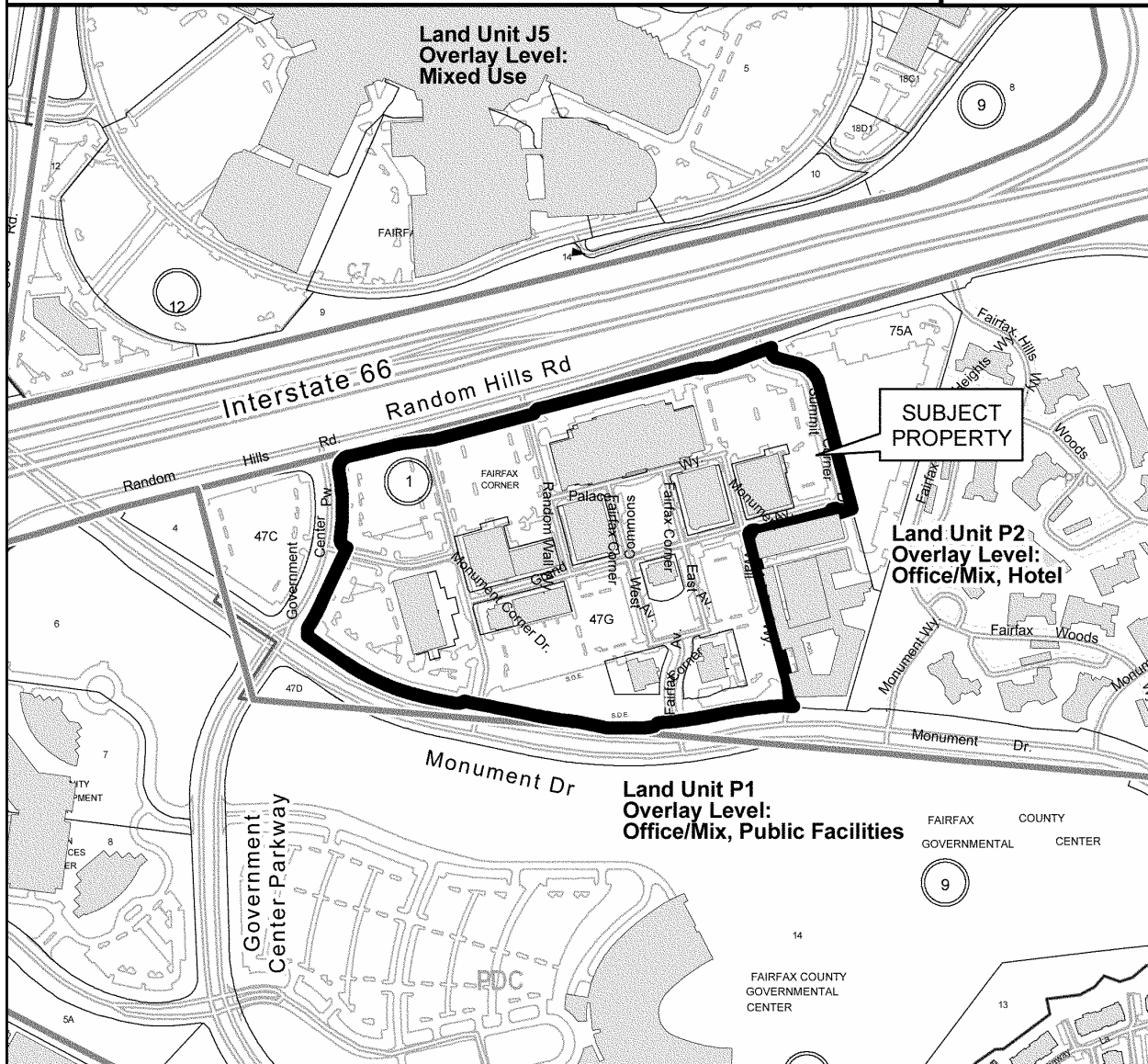
☐ Retain Adopted Plan

\*Staff recommends deferral of this nomination to allow for additional time to evaluate the proposed development.

### CURRENT PLAN AND NOMINATED PLAN CHANGE

PARCEL LOCATION MAP SHOWING CURRENT PLAN AND NOMINATED CHANGE FOR  
SUBJECT PROPERTIES AND CURRENT PLAN MAP FOR ADJACENT AREAS

APR #  
05-III-1FC  
SPRINGFIELD



**Subject Property Current Plan:** Land Unit P2: Baseline: Office up to .25 FAR, Residential at 4 du/ac, 8 du/ac; Intermediate: Office/Mix up to .28 FAR; Overlay: Office/Mix up to .35 FAR, 300-room Hotel. Options for Office/Mix up to .50 and .70 FAR at the Overlay Level, with conditions.

**Nominated Plan Change:** Overlay option for Mixed Use, including office, hotel, retail and restaurant uses, up to 1.0 FAR for the nominated area.

**Staff Recommendation:** Staff recommends deferral of this nomination to allow for additional time to evaluate the proposed development.

**500 FEET**

PREPARED BY THE DEPARTMENT OF PLANNING AND ZONING USING FAIRFAX COUNTY GIS  
PARCEL INFORMATION CURRENT TO JANUARY 2006



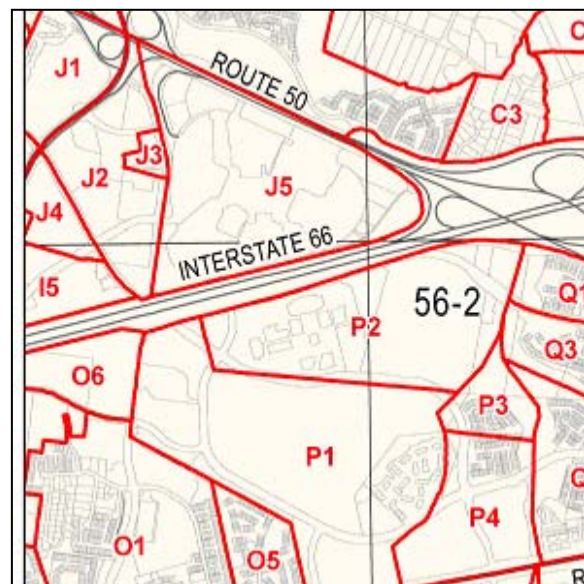
## CONTEXT

**General Location:** The nominated area is part of the Fairfax Corner development, located south of I-66 and Random Hills Road, east of Government Center Parkway and north of Monument Drive.

### *Planned and Existing Land Use and Zoning*

**Subject Property:** The subject property consists of 32.2 acres located in the Fairfax Corner development. The site is zoned Planned Development Commercial (PDC) and is developed with approximately 416,000 square feet (SF) of retail and office uses. The site is approved for an additional 255,412 SF of non-residential development. The site is located in Sub-unit P2 of the Fairfax Center Area and is planned for office/mix at an intensity up to .35 FAR and a 300-room hotel at the overlay level. There are two options at the overlay level, one for office mixed-use at an intensity up to .50 FAR and one for office mixed-use at an intensity up to .70 FAR, with conditions regarding a transit facility area and transit service.

Fairfax Center Area Land Units



### *Adjacent Area:*

**North:** The nominated area is bounded on the north by Random Hills Road and I-66. Further north opposite I-66 is the Fair Oaks Mall and office uses. This area is located in Sub-unit J5 of the Fairfax Center Area and is planned for mixed-use at an intensity up to .50 FAR at the overlay level. The Fair Oaks Mall is zoned C-7.

**East:** Immediately to the east of the nominated area (TM 56-1 ((1)) 47E and TM 56-2 ((1)) 75A) are the Camden Fairfax Corner garden apartments. These buildings are currently under construction for approximately 262 residential units and 21,229 SF of first floor retail on Parcel 47E and 226 residential units on Parcel 75A. Further east (TM 56-2 ((1)) 1C) is the Reserve at Fairfax Corner, which consists of approximately 652 garden apartments. These areas are located in Sub-unit P2 of the Fairfax Center Area and are planned for office/mix at an intensity up to .35 FAR at the overlay level. These properties are included in the approved Fairfax Corner PDC zoning district.

**South:** The nominated area is bounded on the south by Monument Drive. Further south opposite Monument Drive is the Fairfax County Government Center. The Government Center is located in Sub-unit P1 of the Fairfax Center Area, which is zoned PDC and planned for

office/mix at an intensity up to .35 FAR and public facilities at the overlay level.

**West:** The parcels immediately to the west of the nominated area, across Government Center Parkway, are owned by the Board of Supervisors. These parcels are located in Sub-unit P2 of the Fairfax Center Area, are designated for a future transit facility, and are zoned PDC.

## PLANNING HISTORY

No Comprehensive Plan changes have been proposed for this area since 1994.

## ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, 2003 Edition, Area III, Fairfax Center Area, as amended through February 27, 2006, Land Unit Recommendations, Land Unit P, Sub-unit P2, p. 86-87:

“This sub-unit is planned for office mixed-use development at an intensity of .35 FAR at the overlay level. Development of this area should include a mixture of uses including office, residential, hotel, entertainment, recreation, and support retail.

The overlay level may be adjusted to .70 FAR office mixed-use for a portion of Sub-unit P2 not to exceed 33 acres (including the approximately six acres to be dedicated to the County for a public transit facility). This 33-acre area should be centrally located, adjacent to I-66 and west of Random Hills Road Extended. To achieve an intensity above .50 FAR for these 33 acres, dedication upon request of the County of at least six acres for a transit facility at a location determined suitable by the County and generally located adjacent to I-66 and west of Random Hills Road Extended should occur. In addition, dedication of sufficient roadway right-of-way to provide access to the site should occur upon request of the County. The construction of any intensity related to the increase in FAR from .50 to .70 on the 33-acre portion of the sub-unit shall be phased with the actual operation of adequate transit service to the transit facility area. The area for the transit facility must be dedicated when the applicant is ready to develop this portion of Sub-unit P2 or when the County requests that the land be dedicated, whichever first occurs. If land is not dedicated to the County as specified above, then this portion of the sub-unit is planned for .50 FAR at the overlay level.

In order to develop this sub-unit at the overlay level, the following conditions should be met:

- Mitigation of noise impacts from I-66;
- Office development orientation to I-66;
- Housing development orientation to EQC;
- Potential sharing of amenities with proposed Fairfax County Government Center;
- Mitigation of potential negative traffic impacts on surrounding areas;

- Mitigation of impacts on the adjacent, existing residential neighborhoods of Dixie Hills and Alden Glen;
- Provision of pedestrian access throughout the site particularly along the north side of Monument Drive;
- Primary access should be from Monument Drive;
- Linkage to the Fairfax Center core area on the north side of I-66 via Monument Drive bridge; and
- Roadway connections should be provided between Random Hills Road and Monument Drive through Sub-unit P2.”

The Land Unit Summary Chart for Land Unit P2 (p. 89) shows:

Baseline Level:	Office	.25 FAR, Residential 4 du/ac, 8 du/ac
Intermediate Level:	Office/mix	.28 FAR
Overlay Level:	Office/mix	.35 FAR, Hotel-300 rooms

Fairfax County Comprehensive Plan, 2003 Edition, Area III, Fairfax Center Area, as amended through February 27, 2006, Fairfax Center Area-Wide Recommendations, Figure 9, Transit Facility Recommendations, p. 25:



**NOMINATED PLAN AMENDMENT**

The Comprehensive Plan recommends office/mixed use at an intensity up to .35 FAR and a 300-room hotel for Sub-unit P2 of the Fairfax Center Area. An option at the overlay level recommends office-mixed use at an intensity up to .70 FAR for a 33 acre portion of sub-unit P2 with conditions, including the operation of transit service to a transit facility area.

The nomination proposes the addition of approximately 711,858 SF of development in the approximately 32 acre area. The proposed development consists of an additional 375,858 SF of non-residential uses to consist of 341,070 SF of hotel/office uses and 34,788 SF of retail/restaurant uses. The nomination also proposes an additional 336,000 SF (290 units at 870-1150 SF) of residential uses. The nomination would result in a development intensity of approximately 1.0 FAR for the nominated area, which is currently approved for development up to .60 FAR (this approval includes the adjacent residential development of Camden Fairfax Corner which is not included in this nomination).

The nomination includes the redevelopment of existing surface parking lots with first floor retail and office, hotel, or residential uses above. Six new buildings and structured parking are proposed. Two of the three proposed residential buildings would consist of 5 stories of residential above first floor retail and structured parking, and one of the buildings would consist of 5 stories of residential use above structured parking. The proposed office uses would consist of one 10-story building with office use above retail, and one building with 7 stories of office use above retail and structured parking. The proposed hotel would consist of three stories of hotel uses above retail. The nomination also includes the construction of structured parking to serve the office, hotel and retail uses, and underground parking to serve the residential uses.

The proposed increase in density would bring the overall development intensity for the 114-acre Fairfax Corner PDC from the currently approved .35 FAR to .50 FAR.

<b>APR 05-III-1FC Fairfax Corner</b>					
	<b>Acreage</b>	<b>Non-Residential SF</b>	<b>Residential SF</b>	<b>Total</b>	<b>FAR</b>
<b>Existing Development in Nominated Area</b>	<b>32.21</b>	<b>416754</b>	<b>0</b>	<b>416754</b>	<b>0.30</b>
Additional approved development potential (unbuilt)	<b>36.28</b>	<b>255412</b>	<b>0</b>	<b>255412</b>	
<b>APR Nomination</b>	<b>32.21</b>	<b>375858</b>	<b>336000</b>	<b>711858</b>	
			(290 units at 870-1150 SF)		
<b>Total Development Potential</b>	<b>32.21</b>	<b>1048024</b>	<b>336000</b>	<b>1384024</b>	<b>1.00</b>
<b>Comprehensive Plan</b>					
Potential development at overlay level (.70 FAR)	33	671159	335077	1006236	0.70

## ANALYSIS

### Parks

The Fairfax Center Area is currently served by 10 Local Parks and 1 District Park, totaling 298.5 acres. Recreation facilities within these parks do not meet standards established by the Park Authority through the Needs Assessment study as reflected in Appendix 2 of the Parks and Recreation section of the Policy Plan element of the Comprehensive Plan. The proposed increase in local population will increase the public need for park facilities on new and existing parkland. Opportunities to mitigate the impacts of the proposed use may be available at existing parks in the Fairfax Center Area or through the provision of usable parkland dedication. Mitigation measures should be guided by the policies in Objective 6 of the Parks and Recreation section of the Policy Plan, which includes measures such as proffers, conditions, contributions, commitments, and land dedication. An opportunity also exists to provide additional open space and urban plaza space with additional development at this site.

The site is located in the Difficult Run Watershed. This watershed is rated as having fair habitat quality, as the area is classified as Level II Restoration. The primary goal for this category is to “maintain areas to prevent further degradation and implement measures to improve water quality to support or comply with Chesapeake Bay Initiatives, Total Maximum Daily Load (TMDL) regulations and other water quality initiatives and standards.” The policies in Objective 2 of the Parks and Recreation section of the Policy Plan relative to storm water management impacts should be strictly implemented.

Since the nominated land area is already developed, the Fairfax County Park Authority has determined that the subject property has a low potential for undisturbed archeological resources.

### Countywide Trails

There are existing Countywide trails along Monument Drive, Government Center Parkway, and Random Hills Road.

### Schools

The subject property is within the Fairfax High School pyramid. The site is assigned to Eagle View Elementary School, scheduled to open in the fall of 2006, and to Lanier Middle School. Staff in the Office of Facilities Planning Services with FCPS noted that the proposal to add approximately 300 additional residential units could potentially yield between 18-40 elementary school students, depending on the type of multi-family unit that is developed. Building additions and renovations at Fairfax High School and Lanier Middle School will result in increased capacity for both schools in the future.

PROPOSED PLAN 290 Low-rise Units			
SCHOOL LEVEL	UNIT TYPE / MULTI-FAMILY RATIO	MAX. NUMBER OF UNITS	MAXIMUM STUDENT YIELD
ELEMENTARY	0.137	290	40
MIDDLE	0.03	290	9
HIGH	0.06	290	17
PROPOSED PLAN 290 Mid/High Rise			
SCHOOL LEVEL	UNIT TYPE / HIGH RISE RATIO	MAX. NUMBER OF UNITS	MAXIMUM STUDENT YIELD
ELEMENTARY	0.063	290	18
MIDDLE	0.011	290	3
HIGH	0.028	290	8

### Zoning Context

The Fairfax Corner PDC comprises the majority of Sub-unit P2 of the Fairfax Center Area. The nominated area comprises 32 acres of the 114-acre Fairfax Corner PDC which is approved for 1,746,185 SF of development at an overall intensity of .35 FAR. This includes 400,000 SF of office use, 135,000 SF of theater uses, 200,000 SF of hotel uses, and 325,000 SF of retail for a total of 941,123 SF of non-residential uses. The majority of the nominated area is approved for development at an intensity up to .60 FAR per PCA 87-S-039 and FDPA 87-S-039-9 which applies to a 36 acre area of Fairfax Corner (the nominated area plus the adjacent residential development immediately to the east, which is currently under construction).

The Fairfax Corner PDC is developed and approved at 60% residential uses and 40% non-residential uses. The addition of the nominated development potential will bring the land use mix for the Fairfax Corner PDC to 56% residential and 44% non-residential, and will result in an overall development intensity for the PDC of .50 FAR.

### Land Use

#### Non-residential/Residential Mix

A two to one mix of non-residential to residential uses is encouraged in the Fairfax Center Area. The nominated area is currently developed with non-residential uses, although it is immediately adjacent to residential uses that are included in the Fairfax Corner PDC.

The nomination proposes additional density at an approximately 50/50 mix of non-residential to residential uses. When evaluating the total development potential (including existing and approved uses), the nomination would result in a total of approximately 1,048,024 SF of non-residential uses and 336,000 SF of residential uses for a total of approximately 1,384,024 SF of development. As stated previously, the addition of the nominated development potential will



bring the land use mix for the Fairfax Corner PDC to 56% residential and 44% non-residential, which would bring the non-residential to residential mix of uses for the Fairfax Corner PDC closer to the goals of the Fairfax Center Area.

#### Conversion of planned office use to residential use

Since the Fairfax Center Area section of the Comprehensive Plan was implemented, the area has experienced the conversion of planned office uses to residential uses. In general the conversion is consistent with the goals of mixed-use developments because housing is located in proximity to office uses and other non-residential uses. The increase in proportion of housing in mixed-use development may also work to better balance the regional ratio of jobs to housing.

New residential uses to the northwest of the nomination have been planned and/or implemented in Sub-unit J2. This sub-unit is planned for office/mix at an intensity up to 1.0 FAR and a 300 room hotel, with an option for additional residential uses for the parcel located at the northeast corner of the intersection of Monument Drive and Fair Lakes Parkway. Approximately 368 residential units are currently under construction at the site.

Further north in Sub-unit J2, Tax Map parcels 46-3 ((1)) 40 and 51 were planned and approved for office mixed use and have been recently approved for 120 multi-family and 90 single family residential units as a part of the mixed use project.

These residential uses within a land unit formerly planned and approved for predominantly office use demonstrates the viability of a mix of residential and non-residential uses in this area. The success of the community contributes to the demand for additional mixed-use centers, with an appropriate balance of land uses. Locating residential uses in close proximity to jobs and retail produces transportation benefits and can create a 24-hour activity center. The proposed additional mix of uses at Fairfax Corner is desirable given the existing development and these recent development approvals in the surrounding area.

#### Mixed-use

Mixed-use developments are encouraged within the Suburban Center area of Fairfax Center, which includes Land Unit P. Transit improvements are proposed for Land Unit P in the area adjacent to I-66. Potential facilities could include a rail station, express bus and kiss-and-ride facilities, or a park-and-ride lot. It is appropriate to locate and enhance the mixed-use development at Fairfax Corner due to the proximity to this planned transit site.

Land Unit J, adjacent to the nominated area to the north, encompasses the highest planned intensities in Fairfax Center and is part of the core area. The Plan recommends that Land Unit J, as the primary mixed-use development in the area, should exemplify the overall planning philosophy of the Fairfax Center Area. The highest quality of site and architectural design is expected for proposed development in this area. In addition, landscaping, lighting, and sign design should be well-integrated. A 24 hour activity cycle is recommended through a mixture of office, retail, hotel, entertainment, and housing opportunities. The reality of the development in Fairfax Center has seen a shift in this mixed-use center to include not only Land Unit J, but Sub-

unit P2 as well. By locating additional residential uses, office uses, and retail uses in the nominated area, the goals of achieving a 24-hour activity cycle for this area of the County are further realized.

### **Transportation**

The Fairfax County Department of Transportation assessed the proposal and noted that the proposed increase in density would result in over 6,000 additional average daily trips.

Transportation issues associated with additional development in this area will need to be reviewed as part of the development review process, including ingress/egress for vehicular circulation, pedestrian circulation, safety, parking and transit. Dedication of right-of-way for trail and roadway improvements/widenings and associated easements may be required. A traffic study and development plan should identify improvements needed to support the application. In addition to addressing on or near-site traffic issues, the traffic study should evaluate traffic issues and needed improvements relative to Route 29 and the Monument Drive/Fair Lakes Boulevard intersection.

### Transit Facility

A 15-acre transit facility area (1000 parking spaces for a rail station) is identified in the Comprehensive Plan at this location. The immediate area surrounding the Fairfax Corner development includes the Fairfax County Government Center complex; Fair Oaks Mall, and high-intensity office and residential development as well as several large-scale retail centers. It is critical to plan for the arrival of transit at this activity center, and a unique opportunity exists in Fairfax Corner to plan for new development with this future station in mind. While the detailed planning for the Orange Line Metro extension along I-66 has not yet begun, the I-66 Multimodal Transportation and Environmental Study identified an area in the median of I-66 to the north of the subject site, located approximately between the movie theater and Government Center Parkway, as a possible location for the 600-foot station platform, which would include pedestrian bridges to Fairfax Corner and also to the Fair Oaks Mall area to the north. The increase in intensity proposed for the approximately 32-acre nominated area (intensity up to 1.0 FAR) may be appropriate due to the existing development in the surrounding area and due to this planned transit facility. However, a critical issue to the nomination is planning for this increased density while also planning for the future extension of rail to this site.

The current Plan recommendation for the overlay level in Sub-unit P2 includes a condition that states that to “achieve an intensity above .50 FAR for these 33 acres, dedication upon request of the County of at least six acres for a transit facility at a location determined suitable by the County and generally located adjacent to I-66 and west of Random Hills Road Extended should occur. In addition, dedication of sufficient roadway right-of-way to provide access to the site should occur upon request of the County.”

The approximately 4-acre area immediately outside and to the west of the nominated area across Government Center Parkway was purchased by the County and is identified for a transit facility (TM parcel 56-1 ((1)) 47C and 56-1 ((15)) 4). These parcels were not dedicated to the County to

achieve the current approved intensity of .60 FAR. Consideration of this Plan recommendation is important when evaluating future development at this site.

A critical issue at this site is planning for and reserving a location for a transit facility in this area. An area north of Random Hills Road has been identified and reserved for a bus bay/drop-off area. With the extension of Metro into the median of I-66, widening of the interstate may be necessary and this dedicated area may be consumed by that widening. The potential loss of this drop-off area adds to the importance of identifying and reserving adequate transit facility space at this site. It is also important to consider pedestrian and vehicular access to a future station when envisioning the future of this mixed-use area. Pedestrian and vehicular circulation within the site should be designed in a manner that is oriented to a future rail station.

The parcels to the west of Government Center Parkway may not be ideally located for some transit facility uses depending on the location of the station. Further evaluation of the best use of these parcels should occur as additional planning for the extension of Metro commences.

#### Transit Service

It is important to plan appropriately with regard to phasing of development to ensure adequate transit service at the site during each phase of development.

The current Plan recommendation includes conditions for the phasing of development based on the operation of adequate transit service. The recommendation includes a condition that states that “the construction of any intensity related to the increase in FAR from .50 to .70 on the 33-acre portion of the sub-unit shall be phased with the actual operation of adequate transit service to the transit facility area. The area for the transit facility must be dedicated when the applicant is ready to develop this portion of Sub-unit P2 or when the County requests that the land be dedicated, whichever first occurs. If land is not dedicated to the County as specified above, then this portion of the sub-unit is planned for .50 FAR at the overlay level.”

To maintain consistency with current Plan guidance, it is important to phase any additional intensity to allow for the establishment of adequate transit service to this area, such as increased bus service to the Vienna Metro station in the interim period before the Metrorail extension along I-66. Improved bus service to the Vienna Metro station would add to the vitality of the area, as there is a demand for trips to and from this area due to the location of the Government Center complex and office buildings in the immediate area, as well as from the residential developments in the area. A Transportation Demand Management (TDM) program should be evaluated to encourage transit use at this site.

#### **RECOMMENDATION**

The key objective for this nomination is to enhance Fairfax Corner. Planning for the future Metro extension to this area is a critical element of this nomination, as is ensuring that any additional development functions with the existing mixed-use center. The presence of rail at this site will enhance existing and future development of Fairfax Corner. However, without

additional review of the land use implications of rail at this site, interim development may limit and preclude appropriate development of this site as a transit-oriented mixed-use center. A key objective in planning for rail at this site is to ensure that the station is accessible and integrated appropriately with existing and future development. Additional information and review of proposed station locations for the site are also needed to ensure adequate review of any future development with regard to site design and access.

Staff concludes that the proposed additional density for the site may be appropriate; however additional review of the land use implications of the extension of rail to Fairfax Corner is necessary before a final staff recommendation can be made. Staff is open to working with the nominator to address these issues and to determine how to best implement future development at Fairfax Corner to maximize the benefits of transit at the site. Therefore, the staff recommendation is to defer the nomination to allow for additional time to evaluate the proposed development in the context of the extension of rail to the area.